



**BEFORE THE PUBLIC UTILITIES COMMISSION  
OF THE STATE OF CALIFORNIA**

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Order Instituting Rulemaking to Implement the Commission's Procurement Incentive Framework and to Examine the Integration of Greenhouse Gas Emissions Standards into Procurement Policies.

Rulemaking 06-04-009

**PREHEARING CONFERENCE STATEMENT OF  
PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON  
REGULATION OF GREENHOUSE GAS EMISSIONS IN  
THE NATURAL GAS SECTOR UNDER AB 32**

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Dated: July 26, 2007

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OF THE STATE OF CALIFORNIA**

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**I. INTRODUCTION**

Pursuant to the ruling of the Administrative Law Judges dated July 12, 2007 (ALJs' Ruling), Pacific Gas and Electric Company (PG&E) provides its prehearing conference statement on regulation of greenhouse gas emissions in the natural gas sector under AB 32. PG&E's prehearing conference statement addresses three topics identified in the ALJs' Ruling: (1) Scope of the natural gas inquiry in this proceeding; (2) The preliminary staff recommendations regarding regulation of GHG emissions in the natural gas sector provided at Attachment A to the ALJs' Ruling; and (3) Procedural issues, including sequencing and timing of this phase of the overall proceeding, and coordination with other AB 32-related and CPUC proceedings.

**II. SCOPE OF NATURAL GAS INQUIRY**

PG&E agrees with the ALJs' Ruling that the scope of the natural gas-related inquiry in this proceeding should include not only recommendations that could apply to CPUC-regulated public utilities, but also that apply to natural gas entities not regulated by the CPUC. By "entities," PG&E also understands that these recommendations could

apply to points up-stream and down-stream, including use of gas by non-electricity generator end-use customers as well as production and transportation of natural gas by gas producers and pipelines.<sup>1</sup> This breadth of inquiry is needed because, as the preliminary staff recommendations confirm, the largest percentage of GHG emissions attributable to natural gas are through end user combustion (13.87% according to Table 3 of Attachment A), while GHG emissions attributable to the transmission, distribution and storage of natural gas are more than an order of magnitude smaller (0.42%, according to Table 3 and page 8 of Attachment A.) Thus, any significant reductions in GHG emissions in the gas sector will need to come from the end-use sector, and not from sources of emissions directly under the control of CPUC-regulated utilities or other entities engaged in the transmission, distribution or storage of gas, where emissions are already relatively low.

### **III. PRELIMINARY STAFF RECOMMENDATIONS**

PG&E commends the staff for identifying key natural gas market characteristics and data in their preliminary staff recommendations. Attachment A provides an excellent and generally accurate “snapshot” of how the natural gas sector fits into California’s profile of greenhouse gas emissions.

However, PG&E believes that Attachment A is too preliminary and cursory in its examination of the natural gas market to be useful in evaluating any particular options for regulating or reducing GHG emissions from the gas sector. For example, although PG&E agrees with the staff’s conclusion that additional energy efficiency improvements in the end-use of natural gas could be a large potential source for GHG reductions, this

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<sup>1</sup> PG&E agrees that GHG emissions from natural gas used for power generation should continue to be addressed in the electricity sector related part of this proceeding.

does not lead to the conclusion that regulation of the emissions by small users in the end-use sector should be indirectly at the local distribution utility level, as opposed to directly at the end-user level itself or following the programs used to implement reductions in this sector.

Similarly, although energy efficiency improvements may be a large source of potential GHG reductions in the gas sector, it is unclear whether particular end-uses should be focused on more than others, such as industrial process gas use vs. residential gas use, or whether programmatic measures, such as rebates and incentives, would be more successful and cost-effective than mandates, such as stricter appliance and building standards. In addition, because of the complexity of state and federal regulations already applicable to land use, building construction, and home appliances, it is not clear whether these other regulatory programs are likely to help achieve GHG reductions in the gas sector or actually may hinder such efforts.

For these reasons, PG&E recommends that the preliminary staff recommendations in Attachment A be deferred until further discussion and evaluation can be undertaken in this proceeding, including input from interested parties as well as from other CPUC and CEC proceedings that are considering “cutting edge” initiatives in CEE, including energy efficiency programs as well as enhanced energy efficiency codes and standards in the building, appliance and industrial sectors. Only with the benefit of this additional information can the CPUC, CEC and interested parties fully evaluate various options for potential GHG reductions in the natural gas sector.<sup>2</sup>

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<sup>2</sup> PG&E commends the Staff for recognizing that transportation-related use of natural gas has distinct enough attributes that it requires separate consideration from other uses of natural gas. However, PG&E recommends that this proceeding also develop recommendations for how GHG emissions from transportation-related uses of natural gas, such as Compressed Natural Gas

#### **IV. PROCEDURAL SCHEDULE AND COORDINATION WITH OTHER PROCEEDINGS**

PG&E believes that the natural gas phase of this proceeding should be consolidated with the electric sector phase for purposes common to both sectors, including reporting, establishment of baseline emissions, and consideration of market-based mechanisms. However, there are aspects of the natural gas sector that are unique and present different regulatory design issues and challenges than the other sectors, and therefore issues regarding technological and economic feasibility, allocation of allowances, and adoption of emissions limits and emissions reduction measures should be considered separately from electric sector issues. In particular, one of the key threshold issues that must be considered for the natural gas sector is the technological and economic feasibility of various strategies for reducing emissions. This is particularly important in the gas sector, where there are literally millions of “point sources” of natural gas-related GHG emissions that constitute the primary source of emissions.

For these reasons, PG&E believes that the first phase of this proceeding for the natural gas sector should include technical and policy discussions of the relative technological, economic and administrative feasibility of various emissions reduction strategies that would be applied to the end-uses of natural gas that are the primary sources of emissions in the sector. This evaluation would then provide a good foundation for consideration of actual emissions control and reduction options in the next phase of the proceeding.

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vehicles, should be treated in order to ensure that future net GHG reductions from substituting natural gas use for conventional transportation fuels are not jeopardized under whatever GHG regulatory schemes are adopted for the natural gas and transportation sectors.

## V. CONCLUSION

PG&E supports moving forward to consider appropriate policies and programs to achieve meaningful GHG reductions in the natural gas sector. We will provide further comments on the scope and procedural schedule for this phase of the AB 32 proceedings at the prehearing conference.

Respectfully Submitted,

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## **CERTIFICATE OF SERVICE**

I hereby certify that I have this day served a copy of "**PREHEARING CONFERENCE STATEMENT OF PACIFIC GAS AND ELECTRIC COMPANY (U 39 E) ON REGULATION OF GREENHOUSE GAS EMISSIONS IN THE NATURAL GAS SECTOR UNDER AB 32**" on the parties listed in the official service list for R.06-04-009 by

- transmitting an e-mail message with the document attached to each party on the official service list providing an email address; or
- by first-class mail, postage prepaid, to each party on the official service list not providing an email address.

Executed on July 26, 2007, at San Francisco, California.

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# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

Posted July 26, 2007, last updated on July 24, 2007

Commissioner Assigned: Michael R. Peevey on April 17, 2006

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## CPUC DOCKET NO. R0604009

Total number of addressees: 362

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Total number of addressees: 362

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# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

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## CPUC DOCKET NO. R0604009

Total number of addressees: 362

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# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

Posted July 26, 2007, last updated on July 24, 2007

Commissioner Assigned: Michael R. Peevey on April 17, 2006

ALJ Assigned: Charlotte TerKeurst on September 19, 2006; ALJ Assigned: Jonathan Lakritz on May 9, 2006

ALJ Assigned: Meg Gottstein on April 17, 2006

## CPUC DOCKET NO. R0604009

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# THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA SERVICE LIST

Posted July 26, 2007, last updated on July 24, 2007

Commissioner Assigned: Michael R. Peevey on April 17, 2006

ALJ Assigned: Charlotte TerKeurst on September 19, 2006; ALJ Assigned: Jonathan Lakritz on May 9, 2006

ALJ Assigned: Meg Gottstein on April 17, 2006

## CPUC DOCKET NO. R0604009

Total number of addressees: 362

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